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ARTICLE19

The logo for the Cardozo Law Institute, featuring a horizontal infinity symbol. Inside the loops of the symbol are the words "PREVENT", "PROTECT", and "REBUILD" in a small, sans-serif font.

PREVENT PROTECT REBUILD

CARDOZO LAW INSTITUTE
in Holocaust and Human Rights

The background of the cover is a dark blue field. Overlaid on this are several large, organic, abstract shapes in shades of purple, teal, and orange. On the left side, there is a dark blue silhouette of a human head in profile, facing left. The text is centered over these shapes.

UN Human Rights Council Resolution 16/18

Implementation Assessment Framework

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Introduction

Introduction

In 2019, launching a new [UN Strategy and Plan of Action on Hate Speech](#), UN Secretary-General António Guterres called for the international community to enlist every segment of society in the battle for values that our world faces today. The Strategy and Plan of Action was foreshadowed by attacks against worshippers in Christchurch, New Zealand, and in Sri Lanka, both of which acted as stark reminders of the challenges that hate, motivated by religion and/or targeting persons based on their religion or belief, poses to us all.

In 2011, the UN Human Rights Council (UN HRC) adopted Resolution 16/18 on [Combating intolerance, negative stereotyping and stigmatization of, and discrimination, incitement to violence and violence against, persons based on religion or belief](#) (Resolution 16/18). The resolution provides 13 action items in an **Eight-Point Action Plan**¹ and **five additional action commitments**² that commits States to address intolerance through a variety of positive and proactive interventions to encourage more speech as a way of countering religious intolerance, discrimination, and violence on the basis of or in the name of religion or belief. It is critical

to note, however, that in adopting these positive measures Member States must make sure, at a bare minimum, not to violate their international legal obligations. A parallel set of resolutions, containing the same action points, have been adopted at the UN General Assembly since 2011,³ with follow-up resolutions adopted by the UN HRC since 2012.⁴

The resolution provides 13 action items in an Eight-Point Action Plan and five additional action commitments that commits States to address intolerance through a variety of positive and proactive interventions to encourage more speech as a way of countering religious intolerance, discrimination, and violence on the basis of or in the name of religion or belief.

Eight-Point Action Plan

Source: UN Resolution 16/18, para. 5

Action item 2

Create a mechanism within governments to identify and address potential areas of tension between members of different religious communities, and assist with conflict prevention and mediation, *para. 5(b)*

Action item 4

Encourage efforts of leaders to discuss within their communities the causes of discrimination, and evolve strategies to counter them, *para. 5(d)*

Action item 6

Adopt measures to criminalise incitement to imminent violence based on religion or belief, *para. 5(f)*

Action item 8

Adopt measures to criminalise incitement to imminent violence based on religion or belief, *para. 5(h)*

Action item 1

Create collaborative networks to build mutual understanding, promote dialogue and inspire constructive action in various fields, *para. 5(a)*

Action item 3

Train government officials in effective outreach strategies, *para. 5(c)*

Action item 5

Speak out against intolerance, including advocacy of religious hatred that constitutes incitement to discrimination, hostility or violence, *para. 5(e)*

Action item 7

Combat denigration and negative religious stereotyping of persons, as well as incitement to religious hatred, including through education and awareness-building, *para. 5(g)*

Five additional 'action' commitments

Source: UN Resolution 16/18, paras. 6 and 8

Action item 10

Foster religious freedom and pluralism by promoting the ability of members of all religious communities to manifest their religion, and to contribute openly and on an equal footing to society, *para. 6(b)*

Action item 12

Make a strong effort to counter religious profiling, which is understood to be the invidious use of religion as a criterion in conducting questionings, searches and other law enforcement investigative procedures, *para. 6(d)*

Action item 9

Take effective measures to ensure that public functionaries in the conduct of their public duties do not discriminate against an individual on the basis of religion or belief, *para. 6(a)*

Action item 11

Encourage the representation and meaningful participation of individuals, irrespective of their religion, in all sectors of society, *para. 6(c)*

Action item 13

Adopt measures and policies to promote the full respect for and protection of places of worship and religious sites, cemeteries and shrines, and to take measures in cases where they are vulnerable to vandalism or destruction, *para. 8*

While considered 'soft law', these resolutions are firmly grounded in international human rights law and include treaty obligations of States under the [International Covenant on Civil and Political Rights](#) (ICCPR) to protect and promote the rights to freedom of religion or belief, freedom of opinion and expression, and the

obligation to prohibit any advocacy of national, racial, or religious hatred that constitutes incitement to discrimination, hostility, or violence.⁵

More recent iterations of UN HRC Resolution 16/18 also contain reference to other standard-setting initiatives that complement the Eight-Point

Action Plan, providing detail on how States and other stakeholders, such as religious and political leaders and the media, can address intolerance. These initiatives include the [Rabat Plan of Action on the prohibition of advocacy of national, racial or religious hatred that constitutes incitement to discrimination, hostility or violence](#).⁶

The Rabat Plan of Action sets out a range of legislative, jurisprudential, and policy recommendations for States and others. It has been particularly influential for setting out a proposed 'threshold test' for assessing when expression should be prohibited as 'incitement', pursuant to States' obligations under Article 20 of the ICCPR.⁷ Significantly, the plan also calls for the repeal of blasphemy (or similar) laws that aim to protect religions, religious sensibilities, or other beliefs from scrutiny, criticism, debate, insult, and ridicule.⁸

Several UN-led initiatives have also focused on the role of religious leaders and faith-based actors, including [The Beirut Declaration and its 18 commitments on Faith for Rights](#)⁹ and the [Plan of action for religious leaders and actors to prevent incitement to violence that could lead to atrocity crimes](#).¹⁰

While resolutions at the UN HRC and UN General Assembly have routinely requested States to respond to UN requests for information on their implementation efforts, engagement has been discouragingly low.

In 2011, Member States initiated the Istanbul Process, a series of meetings where they exchange good practices and experiences, to demonstrate political commitment to the implementation of the actions contained in Resolution 16/18.¹¹ Various UN human rights mechanisms, including the Special Procedures, view the Istanbul Process as essential to the implementation of Resolution 16/18, and therefore welcomed the revival of this process in The Hague in 2019. While resolutions at the UN HRC and UN General Assembly have routinely requested States to respond to UN requests for information on their implementation efforts, engagement has been discouragingly low. For example, **of the 193 UN Member States**, only 12 States contributed to the Office of the UN High Commissioner for Human Rights (OHCHR) [January 2021 report](#), and only 18 States contributed to the [January 2022 report](#). Similarly,

only 16 States contributed to the [September 2020 report](#) of the UN Secretary-General, and only 21 States contributed to the [July 2021 report](#). While this shows increased attention to reporting in the UN system, it is still an abysmally low proportion of UN Member States overall.

This **UN HRC Resolution 16/18 Implementation Assessment Framework** is the result of a collaboration between ARTICLE 19 and the Benjamin N. Cardozo School of Law's Benjamin B. Ferencz Human Rights and Atrocity Prevention (HRAP) Clinic. It has the overarching goal of facilitating Member States'

engagement with, and the implementation of, 13 action items in Resolution 16/18: the **Eight-Point Action Plan** and the five related **additional action commitments**.

Since Resolution 16/18 provides no methodological framework for measuring implementation of this resolution, our project provides a set of indicators and a scoring rubric for these 13 action items. The framework is primarily designed to facilitate self-assessment by Member States, and also to encourage other stakeholders to reflect on and analyse how best to implement the Resolution 16/18 action plan, including by evaluating Member States' reporting.

Methodology

Methodology

To create the assessment framework, a set of indicators and a scoring rubric for each of the resolution's 13 action items were identified. This approach is informed by the reporting practice of the UN Secretary-General and OHCHR, who are mandated by UN HRC and UN General Assembly resolutions to provide annual reports regarding the implementation of Resolution 16/18. Starting in 2018, both OHCHR and the UN Secretary-General's Office began to structure reports on the implementation of Resolution 16/18

not by country, but by the themes identified in the Eight-Point Action Plan and the five additional action commitments.¹²

Indicators and scoring

Each action item contains a different set of indicators and scoring guidelines that takes into account the object and purpose of the item. There are eight overarching indicators that apply to all of the resolution's 13 action items. Each indicator is broken down into



different sets of questions that will help the assessor score the Member State's effort in relation to the relevant action item. Scoring depends on the weight assigned to each 'Yes' or 'No' answer for each question related to an indicator. While most 'No' answers will receive 0 points, some may receive negative points if they reflect actions that violate the Member State's international human rights obligations. Of the eight indicators, **Inclusivity and Intersectionality**, **Gender Responsiveness**, and **Evaluating Impact** use cumulative scoring where the assessor can select more than one answer. All other indicators use non-cumulative scoring.

In developing the indicators for the **Implementation Assessment Framework**, inspiration was drawn from OHCHR's [Human Rights Indicators](#), UN Educational, Scientific and Cultural Organization's (UNESCO) [Media Development Indicators](#), treaty obligations (e.g. [Articles 18, 19, and 20\(2\) of the ICCPR](#)), and 'soft law' or other relevant legal instruments (e.g. General Comments by treaty bodies, OHCHR documents such as the [Rabat Plan of Action](#), and other inter-governmental agreements, such as the [Global Compact for Safe, Orderly and Regular Migration](#)).

The framework is designed to allow government officials, civil society

actors, and other relevant stakeholders examining the implementation of Resolution 16/18 to assess any Member State's reported actions on their face. It should be noted, however, that some of the action items and indicators may require additional research and may, therefore, be scored differently by different assessors depending on the level of access to (and specificity of) information that these different assessors have regarding the nature, scope, implementation, and impact of the reported action. We recommend that assessors look to relevant human rights documentation from across the UN system, including documentation submitted for the Universal Periodic Review and for Treaty Body reviews, as well as relevant reports on country visits from UN Special Procedures, such as the Special Rapporteurs on freedom of opinion and expression; on freedom of thought, conscience and religion or belief; and on minority issues.

The assessment questions seek uniformity to ensure that a similar scoring weight is assigned to each action item in line with recommendations from the UN Secretary-General and OHCHR that States must ensure that implementation of the resolution is comprehensive, rather than à la carte. The nature of the assessment

questions is adapted to the specificities of the action item concerned where this is appropriate.

Note that the **Implementation Assessment Framework** is more focused on process and does not seek to conclusively answer questions regarding the effectiveness of interventions made to implement Resolution 16/18, i.e. in terms of the success of any measure in reducing levels of intolerance. Several considerations inform this approach:

- The commitments in the resolution are high-level, allowing them to be adapted to national realities, where States may take varying legal and policy approaches for which it is challenging to design a system for comparable scoring.
- Insufficient detail is provided in UN reporting, as well as at the national

level of many States, on levels of discrimination or violence (e.g. bias-motivation may not be captured or monitored in legal frameworks, and institutions for collecting data or carrying out attitude surveys are not in place).

- A more comprehensive framework for assessing impact would take a significant number of resources to execute; the framework is supposed to assist in advancing implementation, and not distract resources from it.
- Changing hearts and minds is a generational challenge and this framework is not designed to measure long-term change. Rather, this framework is designed to assist with the existing UN approach of reporting on implementing activities (rather than the impact), which is currently biannually.

Indicator 1: Reporting

This indicator addresses the responsiveness of Member States to requests from within the UN system to voluntarily provide information on its implementation efforts, responding directly to concerns about the low levels of reporting from States in response to requests from both OHCHR and the UN Secretary-General.

The Reporting Indicator has two components. First, it looks at whether a Member State submitted its Resolution 16/18 report to requests from the UN

for information (the Overall Standing Reporting Indicator).¹³ Second, it looks at whether the Member State's reporting has been comprehensive, examining efforts around each of the resolution's 13 action items. This second component requires the Member State's reported action to be 'responsive'. To determine whether a reported action is responsive, the assessor must evaluate whether there is a reasonable nexus between the information provided and the specific action item under which it is reported.

Scoring: Overall Standing Reporting Indicator

If report submitted to *both* OHCHR and the UN Secretary-General in the calendar year; **OR**

+15 points

If report submitted to only *one* of these bodies in the calendar year

+10 points

If reports have been submitted to both OHCHR and the UN Secretary-General since 2011

+5 points

Scoring: Reporting Indicator

If reported *and* responsive; **OR**

+9 points

If not reported or non-responsive, at which point the inquiry ends for this reported action

+0 points

Indicator 2: Verified Implementation

This indicator focuses on whether the Member State has engaged in human rights-compliant action responding to the relevant resolution action item. For the purposes of this indicator, the assessor only needs to verify whether the Member State has done what it said it has done, and is not plainly a violation of international human rights law (e.g. self-reporting use of capital

punishment, or reporting prosecution of individuals under anti-blasphemy laws). A full score is given where an action in line with the action item has been fully carried out, with a partial score for preparatory steps taken towards actions not yet fully executed (e.g. legislation introduced but not yet passed would receive a partial score).

Scoring: Verified Implementation Indicator

If the reported relevant action is rights-compliant and has been executed; **OR**

+6 points

If preparatory steps towards relevant action is rights-compliant and has been partially implemented; **OR**

+3 points

If the action has not been implemented at all, or the reported action is not rights-compliant, at which point the inquiry ends for this reported action

+0 points

Indicator 3: Comprehensiveness

This indicator examines whether the Member State's reported action has addressed or satisfied all the identifiable components of the relevant action item. This requires the assessor to compare the text of the reported action to the requirements of the

relevant action item to which it is responding. For ease and uniformity, each action item is subdivided into three discernible components. Across all 13 action items, the questions for this indicator are adapted depending on the nature of the action item.

Scoring: Comprehensiveness Indicator

If all components of the action have been addressed; OR

+4 points

If only some components of the action have been addressed; OR

+2 points

If no components of the action have been addressed

+0 points

Indicator 4: Rights Compliance

This indicator addresses in greater depth whether the reported action by the Member State complies with its international legal obligations to respect human rights.

Five fundamental international human right obligations rights are identified as particularly relevant to this assessment:

1. The right to equality/freedom from discrimination (examining all protected characteristics, not limited to religion or belief);
2. The right to privacy;
3. The right to freedom of opinion and expression;
4. The right to freedom of thought, conscience and religion or belief; and
5. The right to freedom of peaceful assembly and association.¹⁴

While not all of these rights are expressly referred to in Resolution 16/18, they form the basis for a safe and enabling environment for civil society, which is essential to the effective and inclusive implementation of the 13 action items.

The assessor should also consider whether reported actions, in particular under para. 5(f), comply with the obligation to prohibit advocacy of national, racial, or religious hatred that constitutes incitement to discrimination, hostility, or violence, in line with Article 20(2) of the ICCPR.

For these action items, the assessor should incorporate the guidance and standards of the Rabat Plan of Action, Beirut Declaration, and the UN HRC's General Comments.¹⁵ Assessors should be mindful that UN standards must not be abused to (a) justify the passage of or enforcement of prohibitions on blasphemy, apostasy¹⁶ or 'defamation of religions',¹⁷ or (b) equate criticism of government or public officials with advocacy of hatred and restrict such expression on that basis.

While the standards for limiting expression in Article 20(2) of the ICCPR, elaborated on in the Rabat Plan of Action, are broader than the commitment in Resolution 16/18, States' obligations to 'prohibit' expression in respect of the former should inform assessment of the political commitments to criminalise a narrower category of speech under the latter.¹⁸

This indicator can present challenges where there is a significant disparity between the manner in which a State has reported an action as rights-compliant versus the reality of how the action is implemented in practice (e.g. a State may report convictions of persons for incitement to imminent violence as 'implementation', where in fact persons have been illegitimately detained for criticism of the government). Where such a disparity exists, the assessor may include citations to reliable sources (e.g. to the allegation letters or press releases of Special Procedures) disputing the assertion of a State to justify a low score.

Assessors should be mindful that UN standards must not be abused to (a) justify the passage of or enforcement of prohibitions on blasphemy, apostasy or 'defamation of religions', or (b) equate criticism of government or public officials with advocacy of hatred and restrict such expression on that basis.

Scoring: Rights Compliance Indicator

If the Member State has an enabling legal environment for civil society; **OR**

+2 points

If the reported action does not violate one of the five fundamental international human right obligations; **OR**

+0 points

For each of the five fundamental international human rights obligations violated by the reported action, i.e. a maximum of -10

-2 points

Indicator 5: Sustainability

Assessors should determine whether the action by the Member State is sustainable over a period of time or is limited in its reach.

To determine a reported action's sustainability, the assessor should focus on both the nature and duration of the action in question. More specifically, the assessor should evaluate whether the action has a lasting impact or a multiplier effect on

the relevant stakeholders and society-at-large, and the extent to which these continue. Additionally, the assessor should evaluate whether the Member State has dedicated political capital and, where necessary, sufficient financial and human resources for the action. Depending on the action, a State may be appropriately ensuring implementation by supporting the actions of third parties better suited to delivering the action.

Scoring: Sustainability Indicator

If the reported action involves the creation of a resourced/funded governmental agency or tasks an existing (resourced/funded) state institution with its implementation; and the action involves funding of non-governmental actors tasked with its implementation; **OR**

+6 points

If the reported action involves the creation of a resourced/funded governmental agency or tasks an existing (resourced/funded) state institution with its implementation; **OR**

+4 points

If the action is an isolated, ad hoc, or one-off governmental action; **OR**

+2 points

If the reported action does none of the above

+0 points

Indicator 6: Inclusivity and Intersectionality

This indicator seeks to measure the extent to which efforts at implementation have sought to ensure diversity, pluralism, and inclusivity across the full range of protected characteristics recognised under international human rights law.

Any action should be assessed as to whether it takes into consideration the position of individuals and groups who experience discrimination, and whether a diversity of individuals from those groups were consulted in the design of measures to implement the resolution.

The following categories of protected characteristics are used (but could be added to or adapted based on the circumstances of a particular context):

a. Individuals who are part of religious or belief community (including atheists, agnostics, or non-believers),

regardless of the legal status of that community in a country.

b. Individuals belonging to particular racial, national (including refugees and/or migrants), ethnolinguistic, or persons with disabilities groups.

The focus on refugees and migrants as a distinct subsection of national minority groups stems from the rise in nativism, xenophobia, and populism that is often directed at these communities and manifests itself as religious intolerance. It is also an acknowledgement of the international community's efforts to protect the rights of refugees and migrants, as reflected in the [Global Compact for Safe, Orderly and Regular Migration](#).¹⁹

The assessors can select more than one answer and the scoring is cumulative.

Scoring (*cumulative*): Inclusivity and Intersectionality Indicator

| | |
|--|------------------|
| For expressly taking an intersectional approach to implementation, considering factors of race and nationality (in particular migrant or refugee status), and other characteristics; | +3 points |
| For expressly taking an intersectional approach to the diversity of individuals brought into participatory and inclusive consultation process that results in the reported action; | +2 points |
| If the reported action considers the specific needs of individuals who are part of religious communities, including religious minority communities; | +2 points |
| If the reported action is a result of a participatory and inclusive consultation process with religious communities, including minority communities; | +2 points |
| If the reported action expressly considers the specific needs of atheists, agnostics, or non-believers communities, such as humanists; | +1 point |
| If the reported action is a result of a participatory and inclusive consultation process with atheists, agnostics, or non-believers; | +1 point |
| If the reported action does none of the above | +0 points |

Indicator 7: Gender Responsiveness

The Rabat Plan of Action has two references to 'gender', while Resolution 16/18 is silent on the gender dimensions of hate and discrimination based on religion or belief. This 'gender blindness' may reflect the narrow focus on discrimination *between* religion or belief communities, rather than also addressing inequalities and discrimination *within* religion or belief communities,²⁰ as well as the way people may experience discrimination on multiple and intersecting grounds. Notwithstanding this textual blindness of Resolution 16/18, the UN Secretary-General and High Commissioner for Human Rights have explicitly requested that Member States provide specific information on the gender dimensions of measures taken to protect freedom of religion or belief.²¹

Implementation efforts must be based on a gender analysis of the underlying causes and impacts of intolerance and nuance responses accordingly. This entails more than simply requiring that implementation measures do not directly discriminate on the basis of gender. This includes proactively seeking to ensure that measures specifically attempt to tackle gendered manifestations of religious intolerance that disproportionately affect women and lesbian, gay, bisexual, transgender, questioning (LGBTQ+) persons, and ensuring that the design and implementation of initiatives to tackle religious intolerance include diverse representation and leadership from women and LGBTQ+ persons.

The assessors can select more than one answer under this indicator and the scoring is cumulative.

Scoring (*cumulative*): Gender Responsiveness Indicator

If the reported action is demonstrably nuanced to gender considerations;

+2 points

If the reported action is a result of a gender-inclusive participatory process, with implementation allowing for representation and leadership of women & LGBTQ+ people;

+2 points

If the reported action does none of the above

+0 points

Indicator 8: Evaluating Impact

This indicator measures whether the reported action was accompanied by an effort to evaluate its impact, and whether the results of that evaluation would be made public and inform future policy-making. OHCHR's [2019 report](#) stressed the importance of expanding participation in the implementation of the action plan and recommends States 'to consider inviting civil society and other stakeholders to also report on their actions in implementation of the plan'.²²

This should be based on an assessment of whether:

- a. The reported action included a monitoring and evaluation mechanism when it was implemented (or soon thereafter) to measure its effectiveness in reducing intolerance;
- b. The implementing actor conducted a 'base line' assessment against which to monitor impact;
- c. The mechanism provides for some form of learning process that allows the entity implementing the reported action to change its approach if goals and objectives are not met (e.g. if there is little or no impact);
- d. The mechanism allows inputs from civil society actors and other non-governmental stakeholders; and
- e. The results of such an evaluation will be made public within a reasonable time.

The assessors can select more than one answer under this indicator and the scoring is cumulative.

Scoring (*cumulative*): Evaluating Impact Indicator

If the reported action has a monitoring and evaluation mechanism attached to it;

+2 points

If the reported action's evaluation mechanism allows the entity implementing the reported action to change its approach if goals and objectives are not met;

+2 points

If the reported action's evaluation mechanism allows inputs from civil society actors or other non-governmental stakeholders;

+2 points

If the results of such an evaluation will be made public within a reasonable time;

+2 points

If the reported action does none of the above

+0 points

Conclusion



Conclusion

UN HRC Resolution 16/18 commits all Member States to take specific measures at the national level in policy, law, and practice to address intolerance and discrimination based on religion or belief and its root causes. This **Implementation Assessment Framework** is designed to allow government officials, civil society actors, and other relevant stakeholders to examine any Member State's implementation of Resolution 16/18.

The framework generates a score between **-130** and **670**. While there is a final score, the framework is not intended to rank Member States but rather to encourage comprehensive, holistic assessment to identify best practices as well as gaps where more information or implementation itself is needed before future reporting.

As a result, the framework aims to generate changes in policy, law, and practice to tackle intolerance and discrimination based on religion or belief and its root causes.

Implementation Assessment Framework

Implementation Assessment Framework

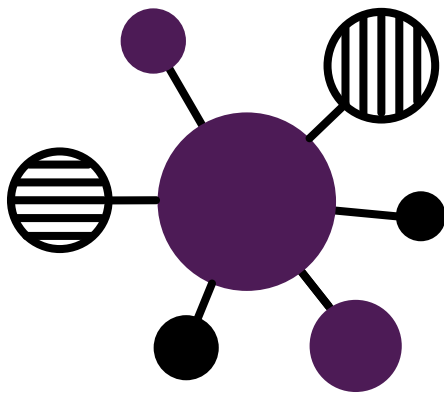
The Implementation Assessment Framework is applied to all 13 action items of [UN HRC Resolution 16/18 \(2011\)](#) that States are committed to take at the national level: in paragraph 5 (the **Eight-Point Action Plan**), as well as four additional commitments in paragraph 6 and one in paragraph 8.²³

The following tables list the **eight indicators** for all 13 Resolution 16/18 action items. Of the eight indicators, **Inclusivity and Intersectionality**, **Gender Responsiveness**, and **Evaluating Impact** use cumulative scoring where the assessors can select more than one answer. All other indicators use non-cumulative scoring.

Overall Standing Reporting Indicator

| | |
|--|--------------------|
| Has the Member State submitted a report to OHCHR <i>and</i> the UN Secretary-General for the relevant calendar year? | If yes, +15 points |
| Has the Member State either submitted a report to OHCHR <i>or</i> the UN Secretary-General for the relevant calendar year? | If yes, +10 points |
| Has the Member State submitted reports to OHCHR and the UN Secretary-General on a regular basis since 2011? | If yes, +5 points |
| TOTAL | / 20 |

Action Item 1



UN HRC Resolution 5(a):

Encouraging the creation of collaborative networks to build mutual understanding, promoting dialogue and inspiring constructive action towards shared policy goals and the pursuit of tangible outcomes, such as servicing projects in the fields of education, health, conflict prevention, employment, integration and media education

| INDICATOR GUIDANCE | SCORE | TOTAL SCORE |
|---|-----------|-------------|
| 1. Reporting | | |
| If reported <i>and</i> responsive; or | +9 points | / 9 |
| If not reported or non-responsive, at which point the inquiry ends for this reported action | +0 points | |
| 2. Verified Implementation | | |
| If the reported relevant action is rights-compliant and has been executed; or | +6 points | / 6 |
| If preparatory steps towards relevant action is rights-compliant and has been partially implemented; or | +3 points | |
| If the action has not been implemented at all, or the reported action is not rights-compliant, at which point the inquiry ends for this reported action | +0 points | |

| INDICATOR GUIDANCE | SCORE | TOTAL SCORE |
|--|-----------|-------------|
| 3. Comprehensiveness | | |
| If all components of the action have been addressed; or | +4 points | / 4 |
| If only some components of the action have been addressed; or | +2 points | |
| If the reported action does none of the above | +0 points | |
| 4. Rights Compliance | | |
| If the Member State has an enabling legal environment for civil society; or | +2 points | / 2 |
| If the reported action does not violate one of the five international human right obligations; or | +0 points | |
| For each of the five fundamental international human rights obligations violated by the reported action, i.e. a maximum of –10 | -2 points | |
| 5. Sustainability | | |
| If the reported action involves the creation of a resourced/funded governmental agency or tasks an existing (resourced/funded) state institution with its implementation; and the action involves funding of non-governmental actors tasked with its implementation; or | +6 points | / 6 |
| If the reported action involves the creation of a resourced/funded governmental agency or tasks an existing (resourced/funded) state institution with its implementation; or | +4 points | |
| If the action is an isolated, ad hoc, or one-off governmental action; or | +2 points | |
| If the reported action does none of the above | +0 points | |

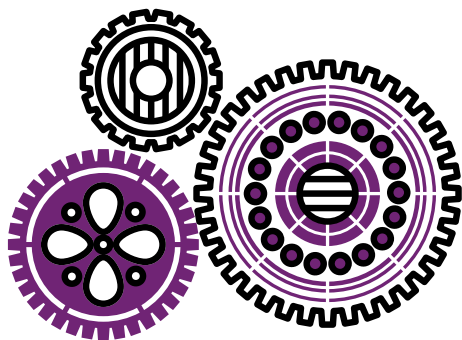
| INDICATOR GUIDANCE | SCORE | TOTAL SCORE |
|---|------------------|-------------|
| 6. Inclusivity and Intersectionality* | | |
| For expressly taking an intersectional approach to implementation, considering factors of race and nationality (in particular migrant or refugee status), and other characteristics; | +3 points | / 11 |
| For expressly taking an intersectional approach to the diversity of individuals brought into participatory and inclusive consultation process that results in the reported action; | +2 points | |
| If the reported action considers the specific needs of individuals who are part of religious communities, including religious minority communities; | +2 points | |
| If the reported action is a result of a participatory and inclusive consultation process with religious communities, including minority communities; | +2 points | |
| If the reported action expressly considers the specific needs of atheists, agnostics, or non-believers communities, such as humanists; | +1 point | |
| If the reported action is a result of a participatory and inclusive consultation process with atheists, agnostics, or non-believers; | +1 point | |
| If the reported action does none of the above | +0 points | |

*More than one answer can be selected

| INDICATOR GUIDANCE | SCORE | TOTAL SCORE |
|---|-----------|--------------|
| 7. Gender Responsiveness* | | |
| If the reported action is demonstrably nuanced to gender considerations; | +2 points | / 4 |
| If the reported action is a result of a gender-inclusive participatory process, with implementation allowing for representation and leadership of women and LGBTQ+ people; | +2 points | |
| If the reported action does none of the above | +0 points | |
| 8. Evaluating Impact* | | |
| If the reported action has a monitoring and evaluation mechanism attached to it; | +2 points | / 8 |
| If the reported action’s evaluation mechanism allows the entity implementing the reported action to change its approach if goals and objectives are not met; | +2 points | |
| If the reported action’s evaluation mechanism allows inputs from civil society actors or other non-governmental stakeholders; | +2 points | |
| If the results of such an evaluation will be made public within a reasonable time; | +2 points | |
| If the reported action does none of the above | +0 points | |
| TOTAL: | | / -10 to +50 |

*More than one answer can be selected

Action Item 2



UN HRC Resolution 5(b):

Creating an appropriate mechanism within Governments to, inter alia, identify and address potential areas of tension between members of different religious communities, and assisting with conflict prevention and mediation

| INDICATOR GUIDANCE | SCORE | TOTAL SCORE |
|---|-----------|-------------|
| 1. Reporting | | |
| If reported <i>and</i> responsive; or | +9 points | / 9 |
| If not reported or non-responsive, at which point the inquiry ends for this reported action | +0 points | |
| 2. Verified Implementation | | |
| If the reported relevant action is rights-compliant and has been executed; or | +6 points | / 6 |
| If preparatory steps towards relevant action is rights-compliant and has been partially implemented; or | +3 points | |
| If the action has not been implemented at all, or the reported action is not rights-compliant, at which point the inquiry ends for this reported action | +0 points | |

| INDICATOR GUIDANCE | SCORE | TOTAL SCORE |
|--|-----------|-------------|
| 3. Comprehensiveness | | |
| If all components of the action have been addressed; or | +4 points | / 4 |
| If only some components of the action have been addressed; or | +2 points | |
| If the reported action does none of the above | +0 points | |
| 4. Rights Compliance | | |
| If the Member State has an enabling legal environment for civil society; or | +2 points | / 2 |
| If the reported action does not violate one of the five international human right obligations; or | +0 points | |
| For each of the five fundamental international human rights obligations violated by the reported action, i.e. a maximum of –10 | -2 points | |
| 5. Sustainability | | |
| If the reported action involves the creation of a resourced/funded governmental agency or tasks an existing (resourced/funded) state institution with its implementation; and the action involves funding of non-governmental actors tasked with its implementation; or | +6 points | / 6 |
| If the reported action involves the creation of a resourced/funded governmental agency or tasks an existing (resourced/funded) state institution with its implementation; or | +4 points | |
| If the action is an isolated, ad hoc, or one-off governmental action; or | +2 points | |
| If the reported action does none of the above | +0 points | |

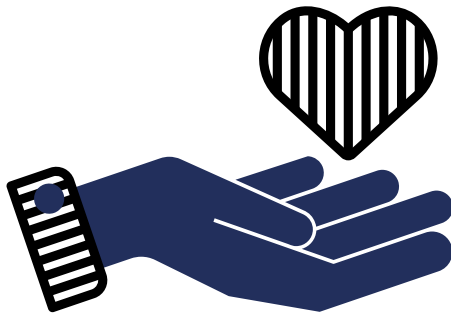
| INDICATOR GUIDANCE | SCORE | TOTAL SCORE |
|---|------------------|-------------|
| 6. Inclusivity and Intersectionality* | | |
| For expressly taking an intersectional approach to implementation, considering factors of race and nationality (in particular migrant or refugee status), and other characteristics; | +3 points | / 11 |
| For expressly taking an intersectional approach to the diversity of individuals brought into participatory and inclusive consultation process that results in the reported action; | +2 points | |
| If the reported action considers the specific needs of individuals who are part of religious communities, including religious minority communities; | +2 points | |
| If the reported action is a result of a participatory and inclusive consultation process with religious communities, including minority communities; | +2 points | |
| If the reported action expressly considers the specific needs of atheists, agnostics, or non-believers communities, such as humanists; | +1 point | |
| If the reported action is a result of a participatory and inclusive consultation process with atheists, agnostics, or non-believers; | +1 point | |
| If the reported action does none of the above | +0 points | |

*More than one answer can be selected

| INDICATOR GUIDANCE | SCORE | TOTAL SCORE |
|---|-----------|--------------|
| 7. Gender Responsiveness* | | |
| If the reported action is demonstrably nuanced to gender considerations; | +2 points | / 4 |
| If the reported action is a result of a gender-inclusive participatory process, with implementation allowing for representation and leadership of women and LGBTQ+ people; | +2 points | |
| If the reported action does none of the above | +0 points | |
| 8. Evaluating Impact* | | |
| If the reported action has a monitoring and evaluation mechanism attached to it; | +2 points | / 8 |
| If the reported action’s evaluation mechanism allows the entity implementing the reported action to change its approach if goals and objectives are not met; | +2 points | |
| If the reported action’s evaluation mechanism allows inputs from civil society actors or other non-governmental stakeholders; | +2 points | |
| If the results of such an evaluation will be made public within a reasonable time; | +2 points | |
| If the reported action does none of the above | +0 points | |
| TOTAL: | | / -10 to +50 |

*More than one answer can be selected

Action Item 3



UN HRC Resolution 5(c):

Encouraging training of Government officials in effective outreach strategies

| INDICATOR GUIDANCE | SCORE | TOTAL SCORE |
|---|-----------|-------------|
| 1. Reporting | | |
| If reported <i>and</i> responsive; or | +9 points | / 9 |
| If not reported or non-responsive, at which point the inquiry ends for this reported action | +0 points | |
| 2. Verified Implementation | | |
| If the reported relevant action is rights-compliant and has been executed; or | +6 points | / 6 |
| If preparatory steps towards relevant action is rights-compliant and has been partially implemented; or | +3 points | |
| If the action has not been implemented at all, or the reported action is not rights-compliant, at which point the inquiry ends for this reported action | +0 points | |

| INDICATOR GUIDANCE | SCORE | TOTAL SCORE |
|--|-----------|-------------|
| 3. Comprehensiveness | | |
| If all components of the action have been addressed; or | +4 points | / 4 |
| If only some components of the action have been addressed; or | +2 points | |
| If the reported action does none of the above | +0 points | |
| 4. Rights Compliance | | |
| If the Member State has an enabling legal environment for civil society; or | +2 points | / 2 |
| If the reported action does not violate one of the five international human right obligations; or | +0 points | |
| For each of the five fundamental international human rights obligations violated by the reported action, i.e. a maximum of –10 | -2 points | |
| 5. Sustainability | | |
| If the reported action involves the creation of a resourced/funded governmental agency or tasks an existing (resourced/funded) state institution with its implementation; and the action involves funding of non-governmental actors tasked with its implementation; or | +6 points | / 6 |
| If the reported action involves the creation of a resourced/funded governmental agency or tasks an existing (resourced/funded) state institution with its implementation; or | +4 points | |
| If the action is an isolated, ad hoc, or one-off governmental action; or | +2 points | |
| If the reported action does none of the above | +0 points | |

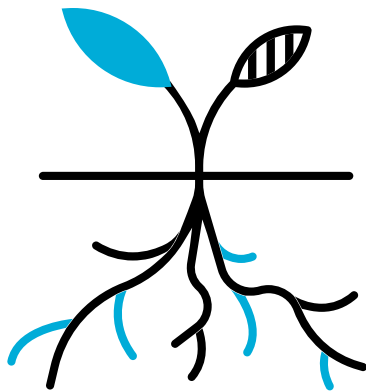
| INDICATOR GUIDANCE | SCORE | TOTAL SCORE |
|---|------------------|-------------|
| 6. Inclusivity and Intersectionality* | | |
| For expressly taking an intersectional approach to implementation, considering factors of race and nationality (in particular migrant or refugee status), and other characteristics; | +3 points | / 11 |
| For expressly taking an intersectional approach to the diversity of individuals brought into participatory and inclusive consultation process that results in the reported action; | +2 points | |
| If the reported action considers the specific needs of individuals who are part of religious communities, including religious minority communities; | +2 points | |
| If the reported action is a result of a participatory and inclusive consultation process with religious communities, including minority communities; | +2 points | |
| If the reported action expressly considers the specific needs of atheists, agnostics, or non-believers communities, such as humanists; | +1 point | |
| If the reported action is a result of a participatory and inclusive consultation process with atheists, agnostics, or non-believers; | +1 point | |
| If the reported action does none of the above | +0 points | |

*More than one answer can be selected

| INDICATOR GUIDANCE | SCORE | TOTAL SCORE |
|---|-----------|--------------|
| 7. Gender Responsiveness* | | |
| If the reported action is demonstrably nuanced to gender considerations; | +2 points | / 4 |
| If the reported action is a result of a gender-inclusive participatory process, with implementation allowing for representation and leadership of women and LGBTQ+ people; | +2 points | |
| If the reported action does none of the above | +0 points | |
| 8. Evaluating Impact* | | |
| If the reported action has a monitoring and evaluation mechanism attached to it; | +2 points | / 8 |
| If the reported action’s evaluation mechanism allows the entity implementing the reported action to change its approach if goals and objectives are not met; | +2 points | |
| If the reported action’s evaluation mechanism allows inputs from civil society actors or other non-governmental stakeholders; | +2 points | |
| If the results of such an evaluation will be made public within a reasonable time; | +2 points | |
| If the reported action does none of the above | +0 points | |
| TOTAL: | | / -10 to +50 |

*More than one answer can be selected

Action Item 4



UN HRC Resolution 5(d):

Encouraging the efforts of leaders to discuss within their communities the causes of discrimination, and evolving strategies to counter those causes

| INDICATOR GUIDANCE | SCORE | TOTAL SCORE |
|---|------------------|-------------|
| 1. Reporting | | |
| If reported <i>and</i> responsive; or | +9 points | / 9 |
| If not reported or non-responsive, at which point the inquiry ends for this reported action | +0 points | |
| 2. Verified Implementation | | |
| If the reported relevant action is rights-compliant and has been executed; or | +6 points | / 6 |
| If preparatory steps towards relevant action is rights-compliant and has been partially implemented; or | +3 points | |
| If the action has not been implemented at all, or the reported action is not rights-compliant, at which point the inquiry ends for this reported action | +0 points | |

| INDICATOR GUIDANCE | SCORE | TOTAL SCORE |
|--|-----------|-------------|
| 3. Comprehensiveness | | |
| If all components of the action have been addressed; or | +4 points | / 4 |
| If only some components of the action have been addressed; or | +2 points | |
| If the reported action does none of the above | +0 points | |
| 4. Rights Compliance | | |
| If the Member State has an enabling legal environment for civil society; or | +2 points | / 2 |
| If the reported action does not violate one of the five international human right obligations; or | +0 points | |
| For each of the five fundamental international human rights obligations violated by the reported action, i.e. a maximum of –10 | -2 points | |
| 5. Sustainability | | |
| If the reported action involves the creation of a resourced/funded governmental agency or tasks an existing (resourced/funded) state institution with its implementation; and the action involves funding of non-governmental actors tasked with its implementation; or | +6 points | / 6 |
| If the reported action involves the creation of a resourced/funded governmental agency or tasks an existing (resourced/funded) state institution with its implementation; or | +4 points | |
| If the action is an isolated, ad hoc, or one-off governmental action; or | +2 points | |
| If the reported action does none of the above | +0 points | |

| INDICATOR GUIDANCE | SCORE | TOTAL SCORE |
|---|------------------|-------------|
| 6. Inclusivity and Intersectionality* | | |
| For expressly taking an intersectional approach to implementation, considering factors of race and nationality (in particular migrant or refugee status), and other characteristics; | +3 points | / 11 |
| For expressly taking an intersectional approach to the diversity of individuals brought into participatory and inclusive consultation process that results in the reported action; | +2 points | |
| If the reported action considers the specific needs of individuals who are part of religious communities, including religious minority communities; | +2 points | |
| If the reported action is a result of a participatory and inclusive consultation process with religious communities, including minority communities; | +2 points | |
| If the reported action expressly considers the specific needs of atheists, agnostics, or non-believers communities, such as humanists; | +1 point | |
| If the reported action is a result of a participatory and inclusive consultation process with atheists, agnostics, or non-believers; | +1 point | |
| If the reported action does none of the above | +0 points | |

*More than one answer can be selected

| INDICATOR GUIDANCE | SCORE | TOTAL SCORE |
|---|-----------|--------------|
| 7. Gender Responsiveness* | | |
| If the reported action is demonstrably nuanced to gender considerations; | +2 points | / 4 |
| If the reported action is a result of a gender-inclusive participatory process, with implementation allowing for representation and leadership of women and LGBTQ+ people; | +2 points | |
| If the reported action does none of the above | +0 points | |
| 8. Evaluating Impact* | | |
| If the reported action has a monitoring and evaluation mechanism attached to it; | +2 points | / 8 |
| If the reported action’s evaluation mechanism allows the entity implementing the reported action to change its approach if goals and objectives are not met; | +2 points | |
| If the reported action’s evaluation mechanism allows inputs from civil society actors or other non-governmental stakeholders; | +2 points | |
| If the results of such an evaluation will be made public within a reasonable time; | +2 points | |
| If the reported action does none of the above | +0 points | |
| TOTAL: | | / -10 to +50 |

*More than one answer can be selected

Action Item 5



UN HRC Resolution 5(e):

Speaking out against intolerance, including advocacy of religious hatred that constitutes incitement to discrimination, hostility or violence

| INDICATOR GUIDANCE | SCORE | TOTAL SCORE |
|---|-----------|-------------|
| 1. Reporting | | |
| If reported <i>and</i> responsive; or | +9 points | / 9 |
| If not reported or non-responsive, at which point the inquiry ends for this reported action | +0 points | |
| 2. Verified Implementation | | |
| If the reported relevant action is rights-compliant and has been executed; or | +6 points | / 6 |
| If preparatory steps towards relevant action is rights-compliant and has been partially implemented; or | +3 points | |
| If the action has not been implemented at all, or the reported action is not rights-compliant, at which point the inquiry ends for this reported action | +0 points | |

| INDICATOR GUIDANCE | SCORE | TOTAL SCORE |
|--|-----------|-------------|
| 3. Comprehensiveness | | |
| If all components of the action have been addressed; or | +4 points | / 4 |
| If only some components of the action have been addressed; or | +2 points | |
| If the reported action does none of the above | +0 points | |
| 4. Rights Compliance | | |
| If the Member State has an enabling legal environment for civil society; or | +2 points | / 2 |
| If the reported action does not violate one of the five international human right obligations; or | +0 points | |
| For each of the five fundamental international human rights obligations violated by the reported action, i.e. a maximum of –10 | -2 points | |
| 5. Sustainability | | |
| If the reported action involves the creation of a resourced/funded governmental agency or tasks an existing (resourced/funded) state institution with its implementation; and the action involves funding of non-governmental actors tasked with its implementation; or | +6 points | / 6 |
| If the reported action involves the creation of a resourced/funded governmental agency or tasks an existing (resourced/funded) state institution with its implementation; or | +4 points | |
| If the action is an isolated, ad hoc, or one-off governmental action; or | +2 points | |
| If the reported action does none of the above | +0 points | |

| INDICATOR GUIDANCE | SCORE | TOTAL SCORE |
|---|------------------|-------------|
| 6. Inclusivity and Intersectionality* | | |
| For expressly taking an intersectional approach to implementation, considering factors of race and nationality (in particular migrant or refugee status), and other characteristics; | +3 points | / 11 |
| For expressly taking an intersectional approach to the diversity of individuals brought into participatory and inclusive consultation process that results in the reported action; | +2 points | |
| If the reported action considers the specific needs of individuals who are part of religious communities, including religious minority communities; | +2 points | |
| If the reported action is a result of a participatory and inclusive consultation process with religious communities, including minority communities; | +2 points | |
| If the reported action expressly considers the specific needs of atheists, agnostics, or non-believers communities, such as humanists; | +1 point | |
| If the reported action is a result of a participatory and inclusive consultation process with atheists, agnostics, or non-believers; | +1 point | |
| If the reported action does none of the above | +0 points | |

*More than one answer can be selected

| INDICATOR GUIDANCE | SCORE | TOTAL SCORE |
|---|-----------|--------------|
| 7. Gender Responsiveness* | | |
| If the reported action is demonstrably nuanced to gender considerations; | +2 points | / 4 |
| If the reported action is a result of a gender-inclusive participatory process, with implementation allowing for representation and leadership of women and LGBTQ+ people; | +2 points | |
| If the reported action does none of the above | +0 points | |
| 8. Evaluating Impact* | | |
| If the reported action has a monitoring and evaluation mechanism attached to it; | +2 points | / 8 |
| If the reported action’s evaluation mechanism allows the entity implementing the reported action to change its approach if goals and objectives are not met; | +2 points | |
| If the reported action’s evaluation mechanism allows inputs from civil society actors or other non-governmental stakeholders; | +2 points | |
| If the results of such an evaluation will be made public within a reasonable time; | +2 points | |
| If the reported action does none of the above | +0 points | |
| TOTAL: | | / -10 to +50 |

*More than one answer can be selected

Action Item 6



UN HRC Resolution 5(f):

Adopting measures to criminalise incitement to imminent violence based on religion or belief

| INDICATOR GUIDANCE | SCORE | TOTAL SCORE |
|---|------------------|-------------|
| 1. Reporting | | |
| If reported <i>and</i> responsive; or | +9 points | / 9 |
| If not reported or non-responsive, at which point the inquiry ends for this reported action | +0 points | |
| 2. Verified Implementation | | |
| If the reported relevant action is rights-compliant and has been executed; or | +6 points | / 6 |
| If preparatory steps towards relevant action is rights-compliant and has been partially implemented; or | +3 points | |
| If the action has not been implemented at all, or the reported action is not rights-compliant, at which point the inquiry ends for this reported action | +0 points | |

| INDICATOR GUIDANCE | SCORE | TOTAL SCORE |
|--|-----------|-------------|
| 3. Comprehensiveness | | |
| If all components of the action have been addressed; or | +4 points | / 4 |
| If only some components of the action have been addressed; or | +2 points | |
| If the reported action does none of the above | +0 points | |
| 4. Rights Compliance | | |
| If the Member State has an enabling legal environment for civil society; or | +2 points | / 2 |
| If the reported action does not violate one of the five international human right obligations; or | +0 points | |
| For each of the five fundamental international human rights obligations violated by the reported action, i.e. a maximum of –10 | -2 points | |
| 5. Sustainability | | |
| If the reported action involves the creation of a resourced/funded governmental agency or tasks an existing (resourced/funded) state institution with its implementation; and the action involves funding of non-governmental actors tasked with its implementation; or | +6 points | / 6 |
| If the reported action involves the creation of a resourced/funded governmental agency or tasks an existing (resourced/funded) state institution with its implementation; or | +4 points | |
| If the action is an isolated, ad hoc, or one-off governmental action; or | +2 points | |
| If the reported action does none of the above | +0 points | |

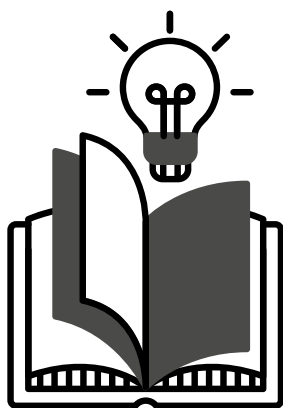
| INDICATOR GUIDANCE | SCORE | TOTAL SCORE |
|---|------------------|-------------|
| 6. Inclusivity and Intersectionality* | | |
| For expressly taking an intersectional approach to implementation, considering factors of race and nationality (in particular migrant or refugee status), and other characteristics; | +3 points | / 11 |
| For expressly taking an intersectional approach to the diversity of individuals brought into participatory and inclusive consultation process that results in the reported action; | +2 points | |
| If the reported action considers the specific needs of individuals who are part of religious communities, including religious minority communities; | +2 points | |
| If the reported action is a result of a participatory and inclusive consultation process with religious communities, including minority communities; | +2 points | |
| If the reported action expressly considers the specific needs of atheists, agnostics, or non-believers communities, such as humanists; | +1 point | |
| If the reported action is a result of a participatory and inclusive consultation process with atheists, agnostics, or non-believers; | +1 point | |
| If the reported action does none of the above | +0 points | |

*More than one answer can be selected

| INDICATOR GUIDANCE | SCORE | TOTAL SCORE |
|---|-----------|--------------|
| 7. Gender Responsiveness* | | |
| If the reported action is demonstrably nuanced to gender considerations; | +2 points | / 4 |
| If the reported action is a result of a gender-inclusive participatory process, with implementation allowing for representation and leadership of women and LGBTQ+ people; | +2 points | |
| If the reported action does none of the above | +0 points | |
| 8. Evaluating Impact* | | |
| If the reported action has a monitoring and evaluation mechanism attached to it; | +2 points | / 8 |
| If the reported action’s evaluation mechanism allows the entity implementing the reported action to change its approach if goals and objectives are not met; | +2 points | |
| If the reported action’s evaluation mechanism allows inputs from civil society actors or other non-governmental stakeholders; | +2 points | |
| If the results of such an evaluation will be made public within a reasonable time; | +2 points | |
| If the reported action does none of the above | +0 points | |
| TOTAL: | | / -10 to +50 |

*More than one answer can be selected

Action Item 7



UN HRC Resolution 5(g):

Understanding the need to combat denigration and negative religious stereotyping of persons, and incitement to religious hatred, by strategizing and harmonizing actions at the local, national, regional and international levels through, inter alia, education and awareness-building²⁴

| INDICATOR GUIDANCE | SCORE | TOTAL SCORE |
|---|-----------|-------------|
| 1. Reporting | | |
| If reported <i>and</i> responsive; or | +9 points | / 9 |
| If not reported or non-responsive, at which point the inquiry ends for this reported action | +0 points | |
| 2. Verified Implementation | | |
| If the reported relevant action is rights-compliant and has been executed; or | +6 points | / 6 |
| If preparatory steps towards relevant action is rights-compliant and has been partially implemented; or | +3 points | |
| If the action has not been implemented at all, or the reported action is not rights-compliant, at which point the inquiry ends for this reported action | +0 points | |

| INDICATOR GUIDANCE | SCORE | TOTAL SCORE |
|--|-----------|-------------|
| 3. Comprehensiveness | | |
| If all components of the action have been addressed; or | +4 points | / 4 |
| If only some components of the action have been addressed; or | +2 points | |
| If the reported action does none of the above | +0 points | |
| 4. Rights Compliance | | |
| If the Member State has an enabling legal environment for civil society; or | +2 points | / 2 |
| If the reported action does not violate one of the five international human right obligations; or | +0 points | |
| For each of the five fundamental international human rights obligations violated by the reported action, i.e. a maximum of –10 | -2 points | |
| 5. Sustainability | | |
| If the reported action involves the creation of a resourced/funded governmental agency or tasks an existing (resourced/funded) state institution with its implementation; and the action involves funding of non-governmental actors tasked with its implementation; or | +6 points | / 6 |
| If the reported action involves the creation of a resourced/funded governmental agency or tasks an existing (resourced/funded) state institution with its implementation; or | +4 points | |
| If the action is an isolated, ad hoc, or one-off governmental action; or | +2 points | |
| If the reported action does none of the above | +0 points | |

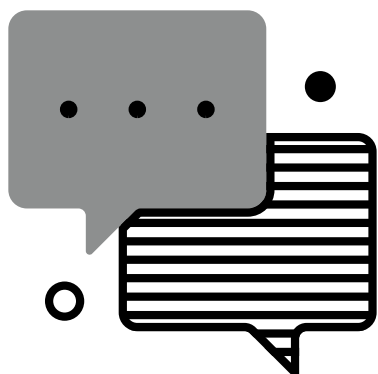
| INDICATOR GUIDANCE | SCORE | TOTAL SCORE |
|---|------------------|-------------|
| 6. Inclusivity and Intersectionality* | | |
| For expressly taking an intersectional approach to implementation, considering factors of race and nationality (in particular migrant or refugee status), and other characteristics; | +3 points | / 11 |
| For expressly taking an intersectional approach to the diversity of individuals brought into participatory and inclusive consultation process that results in the reported action; | +2 points | |
| If the reported action considers the specific needs of individuals who are part of religious communities, including religious minority communities; | +2 points | |
| If the reported action is a result of a participatory and inclusive consultation process with religious communities, including minority communities; | +2 points | |
| If the reported action expressly considers the specific needs of atheists, agnostics, or non-believers communities, such as humanists; | +1 point | |
| If the reported action is a result of a participatory and inclusive consultation process with atheists, agnostics, or non-believers; | +1 point | |
| If the reported action does none of the above | +0 points | |

*More than one answer can be selected

| INDICATOR GUIDANCE | SCORE | TOTAL SCORE |
|---|-----------|--------------|
| 7. Gender Responsiveness* | | |
| If the reported action is demonstrably nuanced to gender considerations; | +2 points | / 4 |
| If the reported action is a result of a gender-inclusive participatory process, with implementation allowing for representation and leadership of women and LGBTQ+ people; | +2 points | |
| If the reported action does none of the above | +0 points | |
| 8. Evaluating Impact* | | |
| If the reported action has a monitoring and evaluation mechanism attached to it; | +2 points | / 8 |
| If the reported action’s evaluation mechanism allows the entity implementing the reported action to change its approach if goals and objectives are not met; | +2 points | |
| If the reported action’s evaluation mechanism allows inputs from civil society actors or other non-governmental stakeholders; | +2 points | |
| If the results of such an evaluation will be made public within a reasonable time; | +2 points | |
| If the reported action does none of the above | +0 points | |
| TOTAL: | | / -10 to +50 |

*More than one answer can be selected

Action Item 8



UN HRC Resolution 5(h):

Recognizing that the open, constructive and respectful debate of ideas, as well as interfaith and intercultural dialogue at the local, national and international levels can play a positive role in combating religious hatred, incitement and violence

| INDICATOR GUIDANCE | SCORE | TOTAL SCORE |
|---|------------------|-------------|
| 1. Reporting | | |
| If reported <i>and</i> responsive; or | +9 points | / 9 |
| If not reported or non-responsive, at which point the inquiry ends for this reported action | +0 points | |
| 2. Verified Implementation | | |
| If the reported relevant action is rights-compliant and has been executed; or | +6 points | / 6 |
| If preparatory steps towards relevant action is rights-compliant and has been partially implemented; or | +3 points | |
| If the action has not been implemented at all, or the reported action is not rights-compliant, at which point the inquiry ends for this reported action | +0 points | |

| INDICATOR GUIDANCE | SCORE | TOTAL SCORE |
|--|-----------|-------------|
| 3. Comprehensiveness | | |
| If all components of the action have been addressed; or | +4 points | / 4 |
| If only some components of the action have been addressed; or | +2 points | |
| If the reported action does none of the above | +0 points | |
| 4. Rights Compliance | | |
| If the Member State has an enabling legal environment for civil society; or | +2 points | / 2 |
| If the reported action does not violate one of the five international human right obligations; or | +0 points | |
| For each of the five fundamental international human rights obligations violated by the reported action, i.e. a maximum of –10 | -2 points | |
| 5. Sustainability | | |
| If the reported action involves the creation of a resourced/funded governmental agency or tasks an existing (resourced/funded) state institution with its implementation; and the action involves funding of non-governmental actors tasked with its implementation; or | +6 points | / 6 |
| If the reported action involves the creation of a resourced/funded governmental agency or tasks an existing (resourced/funded) state institution with its implementation; or | +4 points | |
| If the action is an isolated, ad hoc, or one-off governmental action; or | +2 points | |
| If the reported action does none of the above | +0 points | |

| INDICATOR GUIDANCE | SCORE | TOTAL SCORE |
|---|------------------|-------------|
| 6. Inclusivity and Intersectionality* | | |
| For expressly taking an intersectional approach to implementation, considering factors of race and nationality (in particular migrant or refugee status), and other characteristics; | +3 points | / 11 |
| For expressly taking an intersectional approach to the diversity of individuals brought into participatory and inclusive consultation process that results in the reported action; | +2 points | |
| If the reported action considers the specific needs of individuals who are part of religious communities, including religious minority communities; | +2 points | |
| If the reported action is a result of a participatory and inclusive consultation process with religious communities, including minority communities; | +2 points | |
| If the reported action expressly considers the specific needs of atheists, agnostics, or non-believers communities, such as humanists; | +1 point | |
| If the reported action is a result of a participatory and inclusive consultation process with atheists, agnostics, or non-believers; | +1 point | |
| If the reported action does none of the above | +0 points | |

*More than one answer can be selected

| INDICATOR GUIDANCE | SCORE | TOTAL SCORE |
|---|-----------|--------------|
| 7. Gender Responsiveness* | | |
| If the reported action is demonstrably nuanced to gender considerations; | +2 points | / 4 |
| If the reported action is a result of a gender-inclusive participatory process, with implementation allowing for representation and leadership of women and LGBTQ+ people; | +2 points | |
| If the reported action does none of the above | +0 points | |
| 8. Evaluating Impact* | | |
| If the reported action has a monitoring and evaluation mechanism attached to it; | +2 points | / 8 |
| If the reported action’s evaluation mechanism allows the entity implementing the reported action to change its approach if goals and objectives are not met; | +2 points | |
| If the reported action’s evaluation mechanism allows inputs from civil society actors or other non-governmental stakeholders; | +2 points | |
| If the results of such an evaluation will be made public within a reasonable time; | +2 points | |
| If the reported action does none of the above | +0 points | |
| TOTAL: | | / -10 to +50 |

*More than one answer can be selected

Action Item 9 *(additional commitment)*



UN HRC Resolution 6(a):

Take effective measures to ensure that public functionaries in the conduct of their public duties do not discriminate against an individual on the basis of religion or belief

| INDICATOR GUIDANCE | SCORE | TOTAL SCORE |
|---|-----------|-------------|
| 1. Reporting | | |
| If reported <i>and</i> responsive; or | +9 points | / 9 |
| If not reported or non-responsive, at which point the inquiry ends for this reported action | +0 points | |
| 2. Verified Implementation | | |
| If the reported relevant action is rights-compliant and has been executed; or | +6 points | / 6 |
| If preparatory steps towards relevant action is rights-compliant and has been partially implemented; or | +3 points | |
| If the action has not been implemented at all, or the reported action is not rights-compliant, at which point the inquiry ends for this reported action | +0 points | |

| INDICATOR GUIDANCE | SCORE | TOTAL SCORE |
|--|-----------|-------------|
| 3. Comprehensiveness | | |
| If all components of the action have been addressed; or | +4 points | / 4 |
| If only some components of the action have been addressed; or | +2 points | |
| If the reported action does none of the above | +0 points | |
| 4. Rights Compliance | | |
| If the Member State has an enabling legal environment for civil society; or | +2 points | / 2 |
| If the reported action does not violate one of the five international human right obligations; or | +0 points | |
| For each of the five fundamental international human rights obligations violated by the reported action, i.e. a maximum of –10 | -2 points | |
| 5. Sustainability | | |
| If the reported action involves the creation of a resourced/funded governmental agency or tasks an existing (resourced/funded) state institution with its implementation; and the action involves funding of non-governmental actors tasked with its implementation; or | +6 points | / 6 |
| If the reported action involves the creation of a resourced/funded governmental agency or tasks an existing (resourced/funded) state institution with its implementation; or | +4 points | |
| If the action is an isolated, ad hoc, or one-off governmental action; or | +2 points | |
| If the reported action does none of the above | +0 points | |

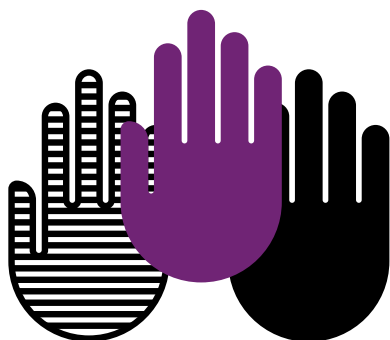
| INDICATOR GUIDANCE | SCORE | TOTAL SCORE |
|---|------------------|-------------|
| 6. Inclusivity and Intersectionality* | | |
| For expressly taking an intersectional approach to implementation, considering factors of race and nationality (in particular migrant or refugee status), and other characteristics; | +3 points | / 11 |
| For expressly taking an intersectional approach to the diversity of individuals brought into participatory and inclusive consultation process that results in the reported action; | +2 points | |
| If the reported action considers the specific needs of individuals who are part of religious communities, including religious minority communities; | +2 points | |
| If the reported action is a result of a participatory and inclusive consultation process with religious communities, including minority communities; | +2 points | |
| If the reported action expressly considers the specific needs of atheists, agnostics, or non-believers communities, such as humanists; | +1 point | |
| If the reported action is a result of a participatory and inclusive consultation process with atheists, agnostics, or non-believers; | +1 point | |
| If the reported action does none of the above | +0 points | |

*More than one answer can be selected

| INDICATOR GUIDANCE | SCORE | TOTAL SCORE |
|---|-----------|--------------|
| 7. Gender Responsiveness* | | |
| If the reported action is demonstrably nuanced to gender considerations; | +2 points | / 4 |
| If the reported action is a result of a gender-inclusive participatory process, with implementation allowing for representation and leadership of women and LGBTQ+ people; | +2 points | |
| If the reported action does none of the above | +0 points | |
| 8. Evaluating Impact* | | |
| If the reported action has a monitoring and evaluation mechanism attached to it; | +2 points | / 8 |
| If the reported action’s evaluation mechanism allows the entity implementing the reported action to change its approach if goals and objectives are not met; | +2 points | |
| If the reported action’s evaluation mechanism allows inputs from civil society actors or other non-governmental stakeholders; | +2 points | |
| If the results of such an evaluation will be made public within a reasonable time; | +2 points | |
| If the reported action does none of the above | +0 points | |
| TOTAL: | | / -10 to +50 |

*More than one answer can be selected

Action Item 10 *(additional commitment)*



UN HRC Resolution 6(b):

Foster religious freedom and pluralism by promoting the ability of members of all religious communities to manifest their religion, and to contribute openly and on an equal footing to society

| INDICATOR GUIDANCE | SCORE | TOTAL SCORE |
|---|-----------|-------------|
| 1. Reporting | | |
| If reported <i>and</i> responsive; or | +9 points | / 9 |
| If not reported or non-responsive, at which point the inquiry ends for this reported action | +0 points | |
| 2. Verified Implementation | | |
| If the reported relevant action is rights-compliant and has been executed; or | +6 points | / 6 |
| If preparatory steps towards relevant action is rights-compliant and has been partially implemented; or | +3 points | |
| If the action has not been implemented at all, or the reported action is not rights-compliant, at which point the inquiry ends for this reported action | +0 points | |

| INDICATOR GUIDANCE | SCORE | TOTAL SCORE |
|--|-----------|-------------|
| 3. Comprehensiveness | | |
| If all components of the action have been addressed; or | +4 points | / 4 |
| If only some components of the action have been addressed; or | +2 points | |
| If the reported action does none of the above | +0 points | |
| 4. Rights Compliance | | |
| If the Member State has an enabling legal environment for civil society; or | +2 points | / 2 |
| If the reported action does not violate one of the five international human right obligations; or | +0 points | |
| For each of the five fundamental international human rights obligations violated by the reported action, i.e. a maximum of –10 | -2 points | |
| 5. Sustainability | | |
| If the reported action involves the creation of a resourced/funded governmental agency or tasks an existing (resourced/funded) state institution with its implementation; and the action involves funding of non-governmental actors tasked with its implementation; or | +6 points | / 6 |
| If the reported action involves the creation of a resourced/funded governmental agency or tasks an existing (resourced/funded) state institution with its implementation; or | +4 points | |
| If the action is an isolated, ad hoc, or one-off governmental action; or | +2 points | |
| If the reported action does none of the above | +0 points | |

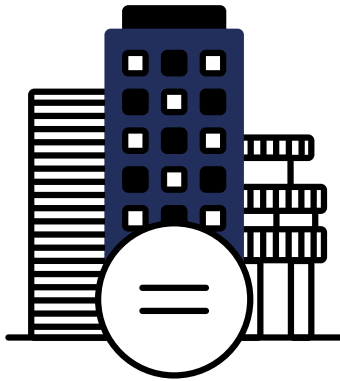
| INDICATOR GUIDANCE | SCORE | TOTAL SCORE |
|---|------------------|-------------|
| 6. Inclusivity and Intersectionality* | | |
| For expressly taking an intersectional approach to implementation, considering factors of race and nationality (in particular migrant or refugee status), and other characteristics; | +3 points | / 11 |
| For expressly taking an intersectional approach to the diversity of individuals brought into participatory and inclusive consultation process that results in the reported action; | +2 points | |
| If the reported action considers the specific needs of individuals who are part of religious communities, including religious minority communities; | +2 points | |
| If the reported action is a result of a participatory and inclusive consultation process with religious communities, including minority communities; | +2 points | |
| If the reported action expressly considers the specific needs of atheists, agnostics, or non-believers communities, such as humanists; | +1 point | |
| If the reported action is a result of a participatory and inclusive consultation process with atheists, agnostics, or non-believers; | +1 point | |
| If the reported action does none of the above | +0 points | |

*More than one answer can be selected

| INDICATOR GUIDANCE | SCORE | TOTAL SCORE |
|---|-----------|--------------|
| 7. Gender Responsiveness* | | |
| If the reported action is demonstrably nuanced to gender considerations; | +2 points | / 4 |
| If the reported action is a result of a gender-inclusive participatory process, with implementation allowing for representation and leadership of women and LGBTQ+ people; | +2 points | |
| If the reported action does none of the above | +0 points | |
| 8. Evaluating Impact* | | |
| If the reported action has a monitoring and evaluation mechanism attached to it; | +2 points | / 8 |
| If the reported action’s evaluation mechanism allows the entity implementing the reported action to change its approach if goals and objectives are not met; | +2 points | |
| If the reported action’s evaluation mechanism allows inputs from civil society actors or other non-governmental stakeholders; | +2 points | |
| If the results of such an evaluation will be made public within a reasonable time; | +2 points | |
| If the reported action does none of the above | +0 points | |
| TOTAL: | | / -10 to +50 |

*More than one answer can be selected

Action Item 11 *(additional commitment)*



UN HRC Resolution 6(c):

Encourage the representation and meaningful participation of individuals, irrespective of their religion, in all sectors of society

| INDICATOR GUIDANCE | SCORE | TOTAL SCORE |
|---|-----------|-------------|
| 1. Reporting | | |
| If reported <i>and</i> responsive; or | +9 points | / 9 |
| If not reported or non-responsive, at which point the inquiry ends for this reported action | +0 points | |
| 2. Verified Implementation | | |
| If the reported relevant action is rights-compliant and has been executed; or | +6 points | / 6 |
| If preparatory steps towards relevant action is rights-compliant and has been partially implemented; or | +3 points | |
| If the action has not been implemented at all, or the reported action is not rights-compliant, at which point the inquiry ends for this reported action | +0 points | |

| INDICATOR GUIDANCE | SCORE | TOTAL SCORE |
|--|-----------|-------------|
| 3. Comprehensiveness | | |
| If all components of the action have been addressed; or | +4 points | / 4 |
| If only some components of the action have been addressed; or | +2 points | |
| If the reported action does none of the above | +0 points | |
| 4. Rights Compliance | | |
| If the Member State has an enabling legal environment for civil society; or | +2 points | / 2 |
| If the reported action does not violate one of the five international human right obligations; or | +0 points | |
| For each of the five fundamental international human rights obligations violated by the reported action, i.e. a maximum of -10 | -2 points | |
| 5. Sustainability | | |
| If the reported action involves the creation of a resourced/funded governmental agency or tasks an existing (resourced/funded) state institution with its implementation; and the action involves funding of non-governmental actors tasked with its implementation; or | +6 points | / 6 |
| If the reported action involves the creation of a resourced/funded governmental agency or tasks an existing (resourced/funded) state institution with its implementation; or | +4 points | |
| If the action is an isolated, ad hoc, or one-off governmental action; or | +2 points | |
| If the reported action does none of the above | +0 points | |

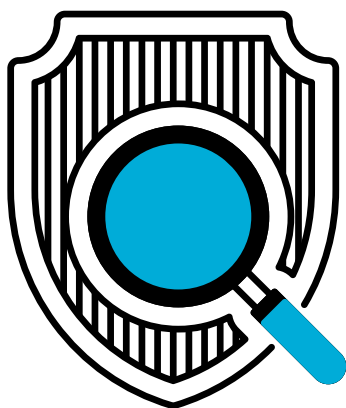
| INDICATOR GUIDANCE | SCORE | TOTAL SCORE |
|---|------------------|-------------|
| 6. Inclusivity and Intersectionality* | | |
| For expressly taking an intersectional approach to implementation, considering factors of race and nationality (in particular migrant or refugee status), and other characteristics; | +3 points | / 11 |
| For expressly taking an intersectional approach to the diversity of individuals brought into participatory and inclusive consultation process that results in the reported action; | +2 points | |
| If the reported action considers the specific needs of individuals who are part of religious communities, including religious minority communities; | +2 points | |
| If the reported action is a result of a participatory and inclusive consultation process with religious communities, including minority communities; | +2 points | |
| If the reported action expressly considers the specific needs of atheists, agnostics, or non-believers communities, such as humanists; | +1 point | |
| If the reported action is a result of a participatory and inclusive consultation process with atheists, agnostics, or non-believers; | +1 point | |
| If the reported action does none of the above | +0 points | |

*More than one answer can be selected

| INDICATOR GUIDANCE | SCORE | TOTAL SCORE |
|---|-----------|--------------|
| 7. Gender Responsiveness* | | |
| If the reported action is demonstrably nuanced to gender considerations; | +2 points | / 4 |
| If the reported action is a result of a gender-inclusive participatory process, with implementation allowing for representation and leadership of women and LGBTQ+ people; | +2 points | |
| If the reported action does none of the above | +0 points | |
| 8. Evaluating Impact* | | |
| If the reported action has a monitoring and evaluation mechanism attached to it; | +2 points | / 8 |
| If the reported action’s evaluation mechanism allows the entity implementing the reported action to change its approach if goals and objectives are not met; | +2 points | |
| If the reported action’s evaluation mechanism allows inputs from civil society actors or other non-governmental stakeholders; | +2 points | |
| If the results of such an evaluation will be made public within a reasonable time; | +2 points | |
| If the reported action does none of the above | +0 points | |
| TOTAL: | | / -10 to +50 |

*More than one answer can be selected

Action Item 12 *(additional commitment)*



UN HRC Resolution 6(d):

Make a strong effort to counter religious profiling, which is understood to be the invidious use of religion as a criterion in conducting questionings, searches and other law enforcement investigative procedures.

| INDICATOR GUIDANCE | SCORE | TOTAL SCORE |
|---|-----------|-------------|
| 1. Reporting | | |
| If reported <i>and</i> responsive; or | +9 points | / 9 |
| If not reported or non-responsive, at which point the inquiry ends for this reported action | +0 points | |
| 2. Verified Implementation | | |
| If the reported relevant action is rights-compliant and has been executed; or | +6 points | / 6 |
| If preparatory steps towards relevant action is rights-compliant and has been partially implemented; or | +3 points | |
| If the action has not been implemented at all, or the reported action is not rights-compliant, at which point the inquiry ends for this reported action | +0 points | |

| INDICATOR GUIDANCE | SCORE | TOTAL SCORE |
|--|-----------|-------------|
| 3. Comprehensiveness | | |
| If all components of the action have been addressed; or | +4 points | / 4 |
| If only some components of the action have been addressed; or | +2 points | |
| If the reported action does none of the above | +0 points | |
| 4. Rights Compliance | | |
| If the Member State has an enabling legal environment for civil society; or | +2 points | / 2 |
| If the reported action does not violate one of the five international human right obligations; or | +0 points | |
| For each of the five fundamental international human rights obligations violated by the reported action, i.e. a maximum of –10 | -2 points | |
| 5. Sustainability | | |
| If the reported action involves the creation of a resourced/funded governmental agency or tasks an existing (resourced/funded) state institution with its implementation; and the action involves funding of non-governmental actors tasked with its implementation; or | +6 points | / 6 |
| If the reported action involves the creation of a resourced/funded governmental agency or tasks an existing (resourced/funded) state institution with its implementation; or | +4 points | |
| If the action is an isolated, ad hoc, or one-off governmental action; or | +2 points | |
| If the reported action does none of the above | +0 points | |

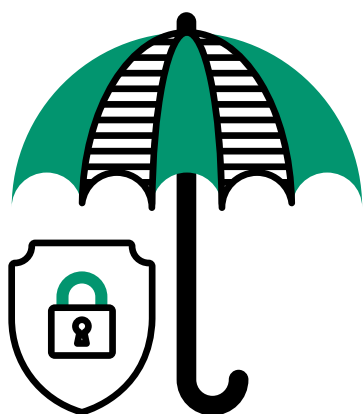
| INDICATOR GUIDANCE | SCORE | TOTAL SCORE |
|---|------------------|-------------|
| 6. Inclusivity and Intersectionality* | | |
| For expressly taking an intersectional approach to implementation, considering factors of race and nationality (in particular migrant or refugee status), and other characteristics; | +3 points | / 11 |
| For expressly taking an intersectional approach to the diversity of individuals brought into participatory and inclusive consultation process that results in the reported action; | +2 points | |
| If the reported action considers the specific needs of individuals who are part of religious communities, including religious minority communities; | +2 points | |
| If the reported action is a result of a participatory and inclusive consultation process with religious communities, including minority communities; | +2 points | |
| If the reported action expressly considers the specific needs of atheists, agnostics, or non-believers communities, such as humanists; | +1 point | |
| If the reported action is a result of a participatory and inclusive consultation process with atheists, agnostics, or non-believers; | +1 point | |
| If the reported action does none of the above | +0 points | |

*More than one answer can be selected

| INDICATOR GUIDANCE | SCORE | TOTAL SCORE |
|---|-----------|--------------|
| 7. Gender Responsiveness* | | |
| If the reported action is demonstrably nuanced to gender considerations; | +2 points | / 4 |
| If the reported action is a result of a gender-inclusive participatory process, with implementation allowing for representation and leadership of women and LGBTQ+ people; | +2 points | |
| If the reported action does none of the above | +0 points | |
| 8. Evaluating Impact* | | |
| If the reported action has a monitoring and evaluation mechanism attached to it; | +2 points | / 8 |
| If the reported action’s evaluation mechanism allows the entity implementing the reported action to change its approach if goals and objectives are not met; | +2 points | |
| If the reported action’s evaluation mechanism allows inputs from civil society actors or other non-governmental stakeholders; | +2 points | |
| If the results of such an evaluation will be made public within a reasonable time; | +2 points | |
| If the reported action does none of the above | +0 points | |
| TOTAL: | | / -10 to +50 |

*More than one answer can be selected

Action Item 13 *(additional commitment)*



UN HRC Resolution 8:

Adopt measures and policies to promote the full respect for and protection of places of worship and religious sites, cemeteries and shrines, and to take measures in cases where they are vulnerable to vandalism or destruction

| INDICATOR GUIDANCE | SCORE | TOTAL SCORE |
|---|-----------|-------------|
| 1. Reporting | | |
| If reported <i>and</i> responsive; or | +9 points | / 9 |
| If not reported or non-responsive, at which point the inquiry ends for this reported action | +0 points | |
| 2. Verified Implementation | | |
| If the reported relevant action is rights-compliant and has been executed; or | +6 points | / 6 |
| If preparatory steps towards relevant action is rights-compliant and has been partially implemented; or | +3 points | |
| If the action has not been implemented at all, or the reported action is not rights-compliant, at which point the inquiry ends for this reported action | +0 points | |

| INDICATOR GUIDANCE | SCORE | TOTAL SCORE |
|--|-----------|-------------|
| 3. Comprehensiveness | | |
| If all components of the action have been addressed; or | +4 points | / 4 |
| If only some components of the action have been addressed; or | +2 points | |
| If the reported action does none of the above | +0 points | |
| 4. Rights Compliance | | |
| If the Member State has an enabling legal environment for civil society; or | +2 points | / 2 |
| If the reported action does not violate one of the five international human right obligations; or | +0 points | |
| For each of the five fundamental international human rights obligations violated by the reported action, i.e. a maximum of –10 | -2 points | |
| 5. Sustainability | | |
| If the reported action involves the creation of a resourced/funded governmental agency or tasks an existing (resourced/funded) state institution with its implementation; and the action involves funding of non-governmental actors tasked with its implementation; or | +6 points | / 6 |
| If the reported action involves the creation of a resourced/funded governmental agency or tasks an existing (resourced/funded) state institution with its implementation; or | +4 points | |
| If the action is an isolated, ad hoc, or one-off governmental action; or | +2 points | |
| If the reported action does none of the above | +0 points | |

| INDICATOR GUIDANCE | SCORE | TOTAL SCORE |
|---|------------------|-------------|
| 6. Inclusivity and Intersectionality* | | |
| For expressly taking an intersectional approach to implementation, considering factors of race and nationality (in particular migrant or refugee status), and other characteristics; | +3 points | / 11 |
| For expressly taking an intersectional approach to the diversity of individuals brought into participatory and inclusive consultation process that results in the reported action; | +2 points | |
| If the reported action considers the specific needs of individuals who are part of religious communities, including religious minority communities; | +2 points | |
| If the reported action is a result of a participatory and inclusive consultation process with religious communities, including minority communities; | +2 points | |
| If the reported action expressly considers the specific needs of atheists, agnostics, or non-believers communities, such as humanists; | +1 point | |
| If the reported action is a result of a participatory and inclusive consultation process with atheists, agnostics, or non-believers; | +1 point | |
| If the reported action does none of the above | +0 points | |

*More than one answer can be selected

| INDICATOR GUIDANCE | SCORE | TOTAL SCORE |
|---|-----------|--------------|
| 7. Gender Responsiveness* | | |
| If the reported action is demonstrably nuanced to gender considerations; | +2 points | / 4 |
| If the reported action is a result of a gender-inclusive participatory process, with implementation allowing for representation and leadership of women and LGBTQ+ people; | +2 points | |
| If the reported action does none of the above | +0 points | |
| 8. Evaluating Impact* | | |
| If the reported action has a monitoring and evaluation mechanism attached to it; | +2 points | / 8 |
| If the reported action’s evaluation mechanism allows the entity implementing the reported action to change its approach if goals and objectives are not met; | +2 points | |
| If the reported action’s evaluation mechanism allows inputs from civil society actors or other non-governmental stakeholders; | +2 points | |
| If the results of such an evaluation will be made public within a reasonable time; | +2 points | |
| If the reported action does none of the above | +0 points | |
| TOTAL: | | / -10 to +50 |

*More than one answer can be selected

Endnotes

¹ A total of 13 action items are identified in the assessment framework. Resolution 16/18, para. 5, is known as the Eight-Point Action Plan: '(a) Encouraging the creation of collaborative networks to build mutual understanding, promoting dialogue and inspiring constructive action towards shared policy goals and the pursuit of tangible outcomes, such as servicing projects in the fields of education, health, conflict prevention, employment, integration and media education; (b) Creating an appropriate mechanism within Governments to, inter alia, identify and address potential areas of tension between members of different religious communities, and assisting with conflict prevention and mediation; (c) Encouraging training of Government officials in effective outreach strategies; (d) Encouraging the efforts of leaders to discuss within their communities the causes of discrimination, and evolving strategies to counter these causes; (e) Speaking out against intolerance, including advocacy of religious hatred that constitutes incitement to discrimination, hostility or violence; (f) Adopting measures to criminalize incitement to imminent violence based on religion or belief; (g) Understanding the need to combat denigration and negative religious stereotyping of persons, as well as incitement to religious hatred, by strategizing and harmonizing actions at the local, national, regional and international levels through, inter alia, education and awareness-building; and (h) Recognizing that the open, constructive and respectful debate of ideas, as well as interfaith and intercultural dialogue at the local, national and international levels, can play a positive role in combating religious hatred, incitement and violence.'

² Resolution 16/18 also calls upon all States to do the following, based on para. 6: '(a) To take effective measures to ensure that

public functionaries in the conduct of their public duties do not discriminate against an individual on the basis of religion or belief; (b) To foster religious freedom and pluralism by promoting the ability of members of all religious communities to manifest their religion, and to contribute openly and on an equal footing to society; (c) To encourage the representation and meaningful participation of individuals, irrespective of their religion, in all sectors of society; and (d) To make a strong effort to counter religious profiling, which is understood to be the invidious use of religion as a criterion in conducting questionings, searches and other law enforcement investigation procedures.' Moreover, para. 8 'Calls upon States to adopt measures and policies to promote the full respect for and protection of places of worship and religious sites, cemeteries and shrines, and to take measures in cases where they are vulnerable to vandalism or destruction.'

³ This includes UN General Assembly Resolutions 66/167 of 19 December 2011, 67/178 of 20 December 2012, 68/169 of 18 December 2013, 69/174 of 18 December 2014, 70/157 of 17 December 2015, 71/195 of 19 December 2016, 72/176 of 19 December 2017, 73/164 of 17 December 2018, 74/164 of 18 December 2019, and 75/187 of 28 December 2020. The most recent version is Resolution 75/187, [A/RES/75/187](#) of 28 December 2020.

⁴ This includes UN HRC Resolutions 19/25 of 23 March 2012, 22/31 of 22 March 2013, 25/34 of 28 March 2014, 28/29 of 27 March 2015, 31/26 of 24 March 2016, 34/32 of 24 March 2017, 37/38 of 23 March 2018, 40/25 of 22 March 2019, 43/34 of 22 June 2020, and 46/6 of 23 March 2021. The most recent version is Resolution 46/6, [A/HRC/RES/46/6](#) of 23 March 2021.

⁵ UN General Assembly, [International Covenant on Civil and Political Rights](#), 23 March 1976.

Article 18 of ICCPR focuses on freedom of religion and belief and provides that '(1) Everyone shall have the right to freedom of thought, conscience and religion. This right shall include freedom to have or to adopt a religion or belief of his choice, and freedom, either individually or in community with others and in public or private, to manifest his religion or belief in worship, observance, practice and teaching; and (2) No one shall be subject to coercion which would impair his freedom to have or to adopt a religion or belief of his choice.' Article 19 of ICCPR focuses on freedom of opinion and expression and provides that '(1) Everyone shall have the right to hold opinions without interference; and (2) Everyone shall have the right to freedom of expression; this right shall include freedom to seek, receive and impart information and ideas of all kinds, regardless of frontiers, either orally, in writing or in print, in the form of art, or through any other media of his choice.' Article 20(2) provides that '[a]ny advocacy of national, racial or religious hatred that constitutes incitement to discrimination, hostility or violence shall be prohibited by law.' The sixth item from the Eight-Point Action Plan, which calls upon States to adopt measures to *criminalise* incitement to imminent violence based on religion or belief, has similar language to ICCPR Article 20(2). But Resolution 16/18 specifically focuses on the incitement to *imminent* violence, while ICCPR Article 20 covers a broader category of 'hate speech', while referring only to 'prohibitions' and not 'criminalisation'. Interpreting Member States' obligations under Article 20(2) ICCPR, the Rabat Plan of Action makes clear that criminal measures should only be considered in the most serious incitement cases, and also encourages Member States to consider, among other factors, the intent of the speaker and imminence of a

proscribed outcome as factors when judging the severity of 'hate speech'. See: UN HRC, [Report of the United Nations High Commissioner for Human Rights on the expert workshops on the prohibition of incitement to national, racial or religious hatred](#), A/HRC/22/17/Add.4, 11 January 2013, appendix, paras. 29 and 34.

⁶ UN HRC, [A/HRC/22/17/Add.4](#), appendix, paras. 29 and 34.

⁷ As a guide, the Rabat Plan of Action sets out a high threshold for limitations in 'incitement', identifying six criteria where expression creates such a danger of harm to justify prohibition: (1) the social and political context; (2) the speaker, e.g. his or her status and influence over their audience; (3) the intent of the speaker; (4) the content and form of the expression; (5) the extent of the expression; and (6) the likelihood and imminence of violence, discrimination, or hostility occurring as a direct consequence of the expression. Both the Rabat Plan of Action and Resolution 16/18 therefore adopt a standard of 'imminence' (although Resolution 16/18 focuses on 'imminent violence', whereas the Rabat Plan of Action also addresses discrimination and hostility, according to the language of Article 20 of the ICCPR).

⁸ UN HRC, [A/HRC/22/17/Add.4](#), appendix, paras. 19 and 25. See also the [The Beirut Declaration and its 18 commitments on Faith for Rights](#); and UN HRC, Freedom of religion or belief – Report of the Special Rapporteur on freedom of religion or belief, [A/HRC/40/58](#), 5 March 2019, annex II, commitment XI. These explicit calls for the repeal of anti-blasphemy laws are consistent with the UN Human Rights Committee's [General Comment No. 34](#) which asserts that such laws 'are incompatible with the Covenant, except in the specific circumstances envisaged in article 20,

paragraph 2, of the Covenant'. See UN Human Rights Committee, [General Comment No. 34](#), CCPR/C/GC/34, 12 September 2011, para. 48.

⁹ UN HRC, [A/HRC/40/58](#).

¹⁰ These and other initiatives are set out in ARTICLE 19's [Tackling Hate: Action on UN standards to promote inclusion, diversity and pluralism](#), 2018.

¹¹ The Istanbul Process was launched in Istanbul in 2011, with later meetings held in Washington DC in 2011, London in 2012, Geneva in 2013, Qatar in 2014, Jeddah in 2015, Singapore in 2016, and The Hague in 2019. Some criticisms of the Istanbul Process are the limited number of participants and the lack of transparency. During the Istanbul Process meeting in Singapore in 2016, two panels were hosted. The first panel was on collaborative networks to build mutual understanding, promote dialogue and inspire constructive action towards shared policy goals and the pursuit of tangible outcomes (Resolution 16/18, para. 5a). The second panel was on promoting open, constructive, and respectful debate of ideas (Resolution 16/18, para. 5h), and on speaking out against intolerance, including advocacy of religious hatred that constitutes incitement to discrimination and hostility. One of the ultimate goals of our project is to re-initiate the inter-governmental platform to give relevance to the implementation of UN HRC Resolution 16/18.

¹² See UN HRC, Combating intolerance, negative stereotyping, stigmatization, discrimination, incitement to violence and violence against persons, based on religion or belief, [A/HRC/37/44](#), 23 January 2018; UN HRC, Combating intolerance, negative stereotyping, stigmatization, discrimination, incitement to violence and violence against persons, based

on religion or belief, [A/HRC/40/44](#), 28 January 2019; and also UN General Assembly, Report of the Secretary-General on the steps taken by States to combat intolerance, negative stereotyping, stigmatization, discrimination, incitement to violence and violence against persons, based on religion or belief', [A/73/153](#), 12 July 2018.

¹³ The requests have in most years been made annually by both the UN Secretary-General and OHCHR, allowing for two data points per year.

¹⁴ See, e.g. ICCPR Article 2 (freedom from discrimination based on race, colour, sex, language, religion, political or other opinion, national or social origin, property, birth or other status); Article 3 (equality between men and women); Article 17 (privacy); Article 18 (religion or belief); Article 19 (opinion and expression); Article 21 (right to peaceful assembly); and Article 22 (association). The right to be free from 'hate speech' that incites discrimination, hostility or violence (e.g. Article 20(2) of the ICCPR) will be specifically addressed via a separate action item requiring States to prohibit such speech.

¹⁵ In its most recent General Comment on Article 21 of the ICCPR (adopted on 23 July 2020), the UN Human Rights Committee explicitly refers to the six-part threshold test outlined in the Rabat Plan of Action on the prohibition of incitement to hatred as well as to the Beirut Declaration and its 18 commitments on 'Faith for Rights'. See UN Human Rights Committee, [General Comment No. 37, Article 21: Right of peaceful assembly](#) (CCPR/C/GC/37), 27 July 2020, footnotes 19 and 62.

¹⁶ See UN HRC, [A/HRC/40/58](#), annex II, commitment XI.

¹⁷ ARTICLE 19, [Tackling Hate](#), page 14.

¹⁸ See, e.g. UN HRC, [A/HRC/22/17/Add.4](#), appendix; and UN General Assembly, [International Covenant on Civil and Political Rights](#), 23 March 1976, Article 20(2).

¹⁹ UN General Assembly, Intergovernmental Conference to Adopt the Global Compact for Safe, Orderly, and Regular Migration: Draft Outcome Document of the Conference, [A/CONF.231/3](#), 30 July 2018. There are 23 objectives in the Global Compact for Safe, Orderly and Regular Migration ([A/RES/73/195](#), para. 16) and each objective is dissected into multiple actions that Member States should implement. Objective 16 ‘Empower migrants and societies to realize full inclusion and social cohesion’ and objective 17 ‘Eliminate all forms of discrimination and promote evidence-based public discourse to shape perceptions of migration’ are relevant for this category. More specifically, from objective 16, action (e) ‘Empower migrant women by eliminating gender-based discriminatory restrictions on formal employment, ensuring the right to freedom of association, and facilitating access to relevant basic services, as measures to promote their leadership and guarantee their full, free and equal participation in society and the economy’ and action (g) ‘Capitalize on the skills, cultural and language proficiency of migrants and receiving communities by developing and promoting peer-to-peer training exchanges, gender responsive, vocational and civic integration courses and workshops’ are referred to for this category, as is objective 17, action (e) ‘Provide migrants, especially migrant women, with access to national and regional complaint and redress mechanisms with a view to promoting accountability and addressing governmental actions related to discriminatory acts and manifestations carried out against migrants and their families.’ See also UN General Assembly, [A/73/153](#), para. 57.

²⁰ UN HRC, [A/HRC/40/58](#), annex II, commitment V; and OHCHR, [#Faith4Rights Toolkit](#), December 2019, module 5.

²¹ See UN HRC, Combating intolerance, negative stereotyping, stigmatization, discrimination, incitement to violence and violence against persons, based on religion or belief, [A/HRC/43/72](#), 6 February 2020, para. 91. ‘Finally, as noted previously, it is important for the implementation of the action plan that States submit information on the gender-related aspects of freedom of religion or belief. Consideration could be given, for example, to how women are affected by issues such as religious profiling, whether they are participating and are meaningfully represented and whether they are able to manifest their religion and contribute openly and on an equal footing to society. It would be helpful if, in future submissions, States made reference to the gender dimensions of discrimination on the basis of religion or belief and if consideration were given to possibly dedicating a future thematic report to the steps taken to implement the action plan, specifically in respect of women and girls.’

²² UN HRC, [A/HRC/40/44](#), para. 88.

²³ Most years, the requests have been made annually by both the UN Secretary-General and OHCHR, allowing for two data points per year.

²⁴ Assessors should be mindful that UN standards *must not be abused* to (a) justify the passage of or enforcement of prohibitions on blasphemy, apostasy or ‘defamation of religions’, or (b) equate criticism of government or public officials with advocacy of hatred and restrict such expression on that basis.



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